

Superior Court of California
County of Riverside
New Indio Juvenile and
Family Courthouse

PROJECT FEASIBILITY REPORT

JULY 1, 2008



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I. EXECUTIVE SUMMARY

A. Introduction

This Project Feasibility Report for the proposed New Indio Juvenile and Family Courthouse for the Superior Court of California, County of Riverside has been prepared as a supplement to the *Judicial Branch AB 1473 Five-Year Infrastructure Plan Fiscal Year 2009-2010*. This report documents the need for the proposed new facility, describes alternative ways to meet the underlying need, and outlines the recommended project.

B. Statement of Project Need

The proposed new courthouse will accomplish the following immediately needed improvements to the Superior Court and enhance its ability to serve the public:

- Replace the unsafe, substandard, and overcrowded Indio Juvenile Courthouse;
- Improve court operational efficiency, access to justice, and overall public service through consolidation of all juvenile and family court operations in one location, and;
- Expand court services by allowing one new judgeship from proposed Senate Bill (SB) 1150 (Corbett) to occupy the new courthouse, and two new judgeships from Assembly Bill (AB) 159 (Ch. 722, Statutes of 2007) to occupy the space vacated by family law in the Larson Justice Center.

Superior Court of California, County of Riverside, provides juvenile and family law services in two existing facilities within the Desert Region of Riverside County: Juvenile Court and the Larsen Justice Center. The juvenile court is currently unsafe, substandard in size, and overcrowded. It has numerous deficiencies that create critical security concerns, including the following: substandard security screening equipment due to lack of space; judicial parking that is accessible to the public; in-custody waiting area located in a corridor used by judicial officers and staff; and a non-secure room used for adult holding. Additionally, the sizes of the two juvenile courtrooms are significantly undersized and do not meet current design standards.

The two family law calendars currently conducted at the Larsen Justice Center would consolidate to the new project. The vacated space would be backfilled with AB 159 new judgeships.

The New Indio Juvenile and Family Courthouse project has a security rating of 80, the highest possible rating.

This project—ranked in the Immediate Need priority group in the Trial Court Five-Year Infrastructure Plan adopted by the Judicial Council in April 2008—is one of the highest priority trial court capital-outlay projects for the judicial branch.

C. Options Analysis

The AOC and the court examined two facility development options to provide adequate space for court functions in Riverside County:

- Project Option 1: Construct a new courthouse with 5 courtrooms;
- Project Option 2: Renovate and Expand the Existing Juvenile Court.

Project Option 1, construct a new courthouse with 5 courtrooms, is the recommended alternative.

In addition to evaluating project options, two methods for delivering the new facility were evaluated based upon the ability to meet programmatic needs and provide the best economic value:

- Finance/Delivery Option 1: State Financing—Construction Manager (CM) at Risk
- Finance/Delivery Option 3: Performance Based Infrastructure (PBI)

Financing Option 1, State Financing—Construction Manager (CM) at Risk, is the preferred option.

D. Recommended Option

The recommended project is to construct a new courthouse in Indio. A space program for the proposed project, which has been created in collaboration with the court, outlines a need for approximately 67,933 Building Gross Square Footage (BGSF). Based on a site program developed to accommodate the new facility, a site of approximately 3.0 acres is needed for the courthouse.

This option is recommended as the most cost-effective solution for meeting current and mid-term needs of the court.

This project will allow consolidation of all family court functions in one location which corrects operational inefficiencies for the court and improves access to justice. The new project will solve the current substandard space shortfall, increase security, replace inadequate and obsolete buildings, and provide for consolidation. This option will best serve the current needs of the public and the justice system, as well as provide the foundation for long-term needs.

The estimated project cost to construct the 5-courtroom courthouse using a CM at Risk form of project delivery is \$83.350 million, without financing and including land costs. These costs are based on constructing a two-story building with a basement. The facility would be supported by 150 staff and public surface parking spaces, and 8 secure parking spaces at the basement level. The specific building design and plan will be dependent on the final site selected and may vary in the number of floors, provision of a basement, and use of mechanical penthouse. The building design will be determined in the preliminary plan phase of the project.

Preliminary project schedules have been developed assuming that funding is included in the 2009–2010 State Budget Act. This schedule is based on a traditional state sequential appropriations and CM at Risk form of project delivery. Escalation and market conditions are estimated to be 8 percent of the total construction cost and are included in the project cost estimate. In the current schedule, the acquisition phase will occur from July 2009 to July 2011, preliminary planning will occur from October 2011 through May 2012, working drawings will

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be generated from May 2012 through May 2013, and construction will begin in May 2013 with completion scheduled for December 2014. Impact on the trial court and the AOC's support budgets for FY 2009–2010 will not be material. It is anticipated that this project will impact the AOC facilities operations and trial court support budgets in fiscal years beyond the current year as possible one-time and ongoing costs are incurred.

II. STATEMENT OF PROJECT NEED

A. Introduction

The juvenile court facilities serving Riverside County are located in the City of Riverside and the City of Indio. The existing Indio juvenile court has severe security problems, is overcrowded, and has many physical deficiencies. The court facility needs to be replaced with a single, secure, and physically appropriate building.

B. Transfer Status

Under the Trial Court Facilities Act, negotiations for transfer of responsibility of all trial court facilities from the counties to the state began July 1, 2004. AB 1491 (Ch. 9, Statutes of 2008) was enacted and extends the deadline for completing transfers to December 31, 2009. However, it is felt that most counties will endeavor to complete transfers prior to September 30, 2008 in order to avoid financial penalties. Transfer status for each existing facility is provided in Table 1.

TABLE 1
Existing Indio Facilities Transfer Status

Facility	Location	Owned or Leased	Type of Transfer	Transfer Status
Larson Justice Center	46-200 Oasis St., Indio	Owned	Transfer of Title	Complete
Juvenile Court	47-671 Oasis St., Indio	Owned	Transfer of Responsibility	Underway

Note: Only facilities directly affected by the proposed project are listed.

C. Project Ranking

Since 1998, the AOC has been engaged in a process of planning for capital improvements to California's court facilities. The planning initiatives have gradually moved from a statewide overview to county-level master planning to project-specific planning efforts. On August 25, 2006, the Judicial Council adopted a new, simplified policy for prioritizing trial court capital-outlay projects, entitled *Prioritization Methodology for Trial Court Capital-Outlay Projects* (the methodology).

In April 2008, the council adopted an updated trial court capital-outlay plan (the plan) based on the application of the methodology. The plan identifies five project priority groups to which 152 projects are assigned based on their project score (determined by existing security, overcrowding, physical conditions, and access to court services). All projects within each group will have the same priority for implementation. Should there be a lack of sufficient funding—within a given capital project funding cycle—to fund all qualifying Immediate Need funding group projects, further project selection will be based on additional subcriteria:

- Rating for security criterion;
- Economic opportunity; and

 Replacement or consolidation of disparate small leased or owned space that corrects operational inefficiencies for the court.

The New Indio Juvenile and Family Courthouse project meets two of these criteria as described as follows:

Rating for Security Criterion: Security ratings are based on the 2004 Review of Capital Project—Prioritization rating for security. These scores range from a low of 0 to a high of 80. The new Indio Juvenile and Family Court project has a security rating of 80, the highest possible rating.

Consolidate Disparate, Small Spaces: This project will consolidate the juvenile court services currently operating at the existing Indio Juvenile Courthouse (two courtrooms), and family court calendars currently operating at the Indio Larsen Justice Center (two courtrooms). This consolidation will improve access to justice for persons who have court business involving juvenile delinquency, juvenile dependency, family law, support, and probate.

This project—ranked in the Immediate Need priority group in the Trial Court Five-Year Infrastructure Plan adopted by the Judicial Council in April 2008—is one of the highest priority trial court capital-outlay projects for the judicial branch.

D. Current Court Operations

Superior Court of California, County of Riverside, currently operates in various population centers throughout the county. The court provides services within the cities of Riverside, Murrieta, Moreno Valley, Corona, Banning, Temecula, Blythe, Hemet, Palm Springs and Indio.

The county is divided into three regions: Western Region serving Riverside, Murrieta, and Moreno Valley; Mid-County Region serving Corona, Banning, Temecula, and Hemet, and; the Desert Region serving Blythe, Palm Springs, and Indio. Each region has a main courthouse or set of courthouses, serving as the main criminal and civil courthouse for that region.

The main administrative functions of the court are located in Riverside, approximately 68 miles west of Indio.

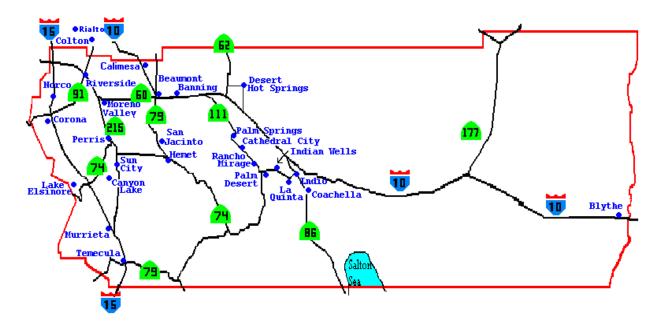
Court operations within the City of Indio affected by the proposed project include the Juvenile Court and Larson Justice Center, which is the main courthouse for the Desert Region. The Juvenile Court consists of two courtrooms in a County shared facility from which the court conducts juvenile delinquency and dependency calendars. The Juvenile Court is co-located on County property with the Juvenile Detention Facility.

The Larson Justice Center provides 12 courtsets accommodating a full range calendars including civil, criminal, family, traffic, and small claims. Two family calendars will relocate to the new project. These two courtrooms will be backfilled with AB 159 new judgeships. The Larson Justice Center has transferred to the State.

E. Demographic Analysis

Riverside County spans 7,200 square miles of river valleys, low deserts, mountains, foothills and rolling plains. It extends approximately 180 miles from Orange County to the Colorado River. Riverside County is almost as large as the states of Connecticut and Rhode Island combined, and is the fourth largest county in California. Figure 1 is a map of Riverside County.

Figure 1
Map of Riverside County



The county's dry, moderate climate and affordable housing make it a highly desirable home for more than 2 million residents. Riverside is one of the fastest growing counties in California, with a population increase of more than 76 percent between 1980 and 2000. The population of Riverside County is projected to grow substantially over the next forty two years, from approximately 1.5 million in 2000 to 4.7 million in 2050, representing an increase of 203 percent.

Table 2 summarizes the population projections.

TABLE 2
Population Projections in Ten-Year Increments for Riverside County, 2000 to 2050

	2000	2010	2020	2030	2040	2050
Total County Population	1,559,039	2,239,053	2,904,848	3,507,498	4,103,182	4,730,922

Source: State of California, Department of Finance, *Population Projections by Race/Ethnicity for California and Its Counties 2000–2050*, Sacramento, California, July 2007.

F. Judicial Projections

Current and projected Judicial Position Equivalents (JPEs)¹ determine the number of current and future courtrooms needed by each court. Projected JPEs are determined by the *Update of the Judicial Workload Assessment and New Methodology for Selecting Courts with Subordinate Judicial Officers for Conversion to Judgeships* as submitted to the Judicial Council in February 2007.

The assessment project provides an estimate of current judicial need through the application of a workload methodology adopted by the Judicial Council in August 2001. On February 23, 2007, the Judicial Council approved an updated workload assessment identifying 361 currently-needed new judgeships. Of these 361 currently-needed new judgeships, the first 50 were authorized for funding in FY 2006–2007 by SB 56 (Ch. 722, Statutes of 2007), the second 50 were submitted in FY 2007–2008 for legislative approval (AB 159 still to be authorized for funding), and the last 50 are proposed in SB 1150 (Corbett).²

Table 3 below provides information used to determine the near-term need for this project, including the current JPEs, AB 159 new judgeships, and those from proposed SB 1150 (Corbett). The upcoming fiscal years allocations are based on the update to the assessment project approved by the council in February 2007.

TABLE 3
Current and Projected JPEs (Including Proposed New Judgeships)

Location	Current JPEs	AB 159	Proposed SB 1150	Total JPEs
New Juvenile and Family Courthouse	4.0^{3}	0	1.0	5.0
Countywide	81.5	7.0	37.0	132.5

Because funding is only available for current need plus the new judgeships, no future growth courtrooms are included in this project.

G. Existing Facilities

Two existing facilities containing four courtrooms are directly affected by this project, including the Juvenile Court and Larson Justice Center. The Juvenile Court facilities are currently unsafe, substandard in size, and overcrowded.

A summary of the affected facilities is shown below in Table 4.

-

¹ JPEs are defined as the total authorized judicial positions adjusted for vacancies, assistance rendered by the court to other courts, and assistance received by the court from assigned judges, temporary judges, commissioners, and referees.

² The remaining 211 new judgeships identified as a current need per the updated workload assessment are on hold pending future legislative action.

³ Two JPEs will be assigned from the existing Juvenile Court and two JPEs from the Larson Justice Center.

TABLE 4
Existing Facilities in Indio

Facility	Location	Number of Existing Courtrooms Affected by This Project	Departmental Square Footage Occupied by the Court	Court Space as a Percentage of Total Building Square Footage
Juvenile Court	47-671 Oasis St., Indio	2	4,925	38%
Larson Justice Center	46-200 Oasis St, Indio	2	9,376	100%
Total Existing Courtre	ooms and DGSF	. 4	14,301	

The court functions listed in Table 4 are located within buildings shared with other Court and County uses. The functional square footage of space currently occupied by the court for juvenile and family law activities is 14,301. The square footage required for the new 5-courtroom project is 44,068 Departmental Gross Square Feet (DGSF) or 67,933 Building Gross Square Feet (BGSF). This represents a shortfall of 29,767 DGSF to meet the current and near-term needs of the court based on the space program developed and shown in Appendix B.

Juvenile Court

The existing Juvenile Court contains numerous deficiencies relative to access and efficiency, security, and American Disabilities Act (ADA) accessibility which create impediments to the administration of justice. Specific issues with the existing facilities are summarized as follows:

Security:

There is not enough room in the main lobby for an X-Ray machine. A single magnetometer is the only form of screening.

FIGURE 1
Security Screening Station in Small Entry Lobby



- The juvenile court has no secured holding cells.
- Prisoners sit in the shared, secured hallway monitored by a staff employee. This same hallway serves as circulation for judicial officers and other staff. It also serves as file storage.

FIGURE 2
Prisoner Waiting Area in Staff Corridor

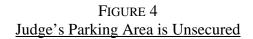


• An interview room also serves for adult prisoner holding.

FIGURE 3
Makeshift Adult Holding Cell



• There is no secured parking for judges. Judge's parking is accessible to the general public. Paths of travel from the parking lot to the building are unsecured.





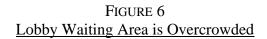
Access and Efficiency:

• The main entrance to the Juvenile Court is unmarked and unidentifiable.

FIGURE 5
Public Cannot Easily Find Juvenile Court Entrance



• The main lobby waiting room is too small to accommodate the number of people visiting the court.





• The overcrowded waiting area conflicts with public queuing at the Juvenile Clerk's counter, making it difficult to conduct confidential conversations.

FIGURE 7
Lobby Waiting Area at Juvenile's Clerk's Counter is Overcrowded



 People often wait outside in extreme temperatures as there is not enough room to sit in the lobby. Average temperatures in Indio range from 102 to 107 during summertime months.

FIGURE 8
Public Forced to Wait Outside of Main Entrance



- The front clerk's counter is shared with other agencies, such as the Department of Social Services. Space is inadequate to serve the public.
- Glass windows do not reach to ceiling allowing intrusion of excessive and disruptive noise from the lobby.

FIGURE 9
Front Clerk's Counter Cannot Adequately Serve The Public



 Court staff must walk through County office space to get to the front service counter.

FIGURE 10
Mixed County and Court Offices Create Court Security Risks
Office Space Adjacent to Front Service Counter



• There is no dedicated room for file storage. Files are kept in the shared, secured hallway utilized by judicial officers, court staff and county staff. Prisoner waiting is also located within this hallway.

FIGURE 11 Secured Hallway Used for File Storage



■ The juvenile courtrooms are 339 square feet in size, approximately 80% less than the smallest courtroom size of 1,600 square feet, per the approved California Trial Court Facilities Standards.



FIGURE 12

<u>Juvenile Courtroom is Only 339 Square Feet</u>

III. OPTIONS ANALYSIS

A. Introduction

The purpose of this section is to compare potential options for construction and financing of a new court facility in Indio for the superior court.

B. Project Options

The AOC and the court examined two facility development options to provide adequate space for court functions in Riverside County:

- Project Option 1: Construct a New Courthouse with 5 Courtrooms;
- Project Option 2: Renovate and Expand the Existing Juvenile Courthouse.

These options are evaluated based on their ability to provide the space required at good economic value to the state.

Project Option 1: Construction of a New Courthouse with 5 Courtrooms

In Option 1, a building of approximately 67,933 gross square feet will be constructed on a new site with 5 courtrooms and associated support space. With Project Option 1, the existing juvenile court building will remain in use until completion of the new project.

The total cost of this option is \$83.350 million not including financing costs.

Pros:

- This option, in contrast to Option 2 (Renovation and Expansion), has lower risks to the state in terms of the potential for unidentified costs and schedule delays due to unforeseen existing conditions discovered during construction.
- Unlike Option 2, this option will not incur additional costs for swing space to temporarily house the court.
- This option will not incur extra moving cost to relocate the court to the swing space before construction starts and then back in to the expanded court.

Project Option 2: Renovate and Expand the Existing Juvenile Courthouse

In this option, the existing Juvenile Courthouse in Indio would be renovated and expanded to meet the programmatic needs of the court. The court currently occupies approximately 5,000 square feet of the total 13,000 square foot building. The County occupies the remaining portion of the building. The disposition of the transfer of this building is pending and it is not known at this time if the County is willing to transfer the entire building to the State (thereby vacating County space) or sell land for expansion. If the County and AOC agreed to transfer the entire building, the State would be responsible for the purchase of the County's equity rights, a cost that has not been estimated.

Expanding the existing facility is problematic due to the size of available land. Approximately 1.5 acres of land is located adjacent to the existing facility, including a portion of an existing parking lot shared with County functions that will remain (e.g., Department of Social Services and the Juvenile Detention Facility). The best case scenario for this option assumes that the State purchases the County's equity rights, and renovates approximately 13,000 square feet of space in the existing building. This results in an expansion of approximately 31,000 DGSF, or approximately 41,850 BGSF, based upon the space program developed for the new courthouse. Based on a 2-story addition, it is estimated that approximately 2.6 acres would be required for the expansion alone including area for the building and associated parking. The potential 1.5 acres of land adjacent to the existing building is insufficient to support the expansion.

For these reasons, a cost estimate was not prepared for this option because it is not considered viable.

C. Recommended Project Option

The recommended option is Option 1. This option provides the best solution for juvenile and family court services within the Desert Region for the Superior Court of California, County of Riverside.

The proposed new courthouse will accomplish the following immediately needed improvements to the Superior Court and enhance its ability to serve the public:

• Replace the unsafe and overcrowded juvenile court which is in poor condition;

- Increase court operational efficiency and improve public service through consolidation of all juvenile and family court operations in one location within the City of Indio; and
- Expand court services by allowing one new judgeship from proposed SB 1150 (Corbett) to occupy the new courthouse, and two new AB 159 judgeships to occupy the space vacated by family law in the Larson Justice Center.

D. Finance/Delivery Options

In addition to the project options, two financial/project delivery alternatives for delivering a new facility were considered based on ability to meet the programmatic requirements and provide economic value.

- Finance/Delivery Option 1: State Financing—Construction Manager (CM) at Risk
- Finance/Delivery Option 3: Performance Based Infrastructure (PBI)

These options are considered based on their short and long-term cost to the state and ability to support AOC objectives for implementing as many capital-outlay projects as possible with limited funds. The costs, advantages, and disadvantages of each option are described below. Each option will ultimately result in the state owning the real estate asset, and will provide a new court facility that meets the needs of the court and is appropriately sited to meet the requirements of both the state and the local community.

<u>Finance/Delivery Option 1: State Financing—CM at Risk Contract for Delivery of a New Courthouse</u>

This alternative provides the new facility by contracting early in the design process with a construction management firm for construction of the new courthouse. In this option, the construction management firm becomes an integral part of the design team providing construction cost estimating, scheduling, constructability reviews and other substantive input to the design process. The state would select and purchase a site and contract with a design team for design of the facility. The state will fund the project, manage the design, and the construction management firm will manage the construction of the new facility, according to AOC specifications.

In this alternative the state would pay directly for site acquisition, preliminary plans, and working drawings phases. The construction phase would then be financed with state tax-exempt financing.

Pros:

- The majority of the costs to the state—the cost of the construction phase—are distributed over 30 years; amortizing the cost of the new courthouse.
- This option provides maximum control over the building design process.

- The overall total development cost is lower than the PBI option because the state can borrow money at a lower interest rate than a private developer can.
- The CM will be an active team member beginning in the preliminary plans phase and available to assist the design team in careful evaluation of the cost impact of design decisions.
- The risk of construction claims is reduced when compared to the traditional design/bid/build process.

Cons:

- The state assumes essentially all risks associated with developing the project.
- This process may take longer than the PBI process in Option 2.
- The state assumes all direct responsibility and risks associated with operating and maintaining the building.

<u>Finance/Delivery Option 2: Enter into a Performance Based Infrastructure (PBI)</u> Agreement for Delivery and Operation of a New Courthouse

In this option, the state would enter into an agreement with a private sector special purpose entity (PBI developer) to design, build, finance, operate and maintain the court facility for a specific term. The state would own the land and building from the outset and would enter into a service agreement with the PBI developer to design, build, finance, operate and maintain the facility. This option provides the state an opportunity to receive a new, modern court facility in an expedited fashion with minimal initial capital costs. The total cost of the project is distributed over the term of the agreement, during which time the state would make annual service payments covering the initial development and on-going operational costs. The PBI developer could also include non-court space in the facility, which could be used in the future by the court for expansion.

The AOC would perform a financial analysis of the project to determine if a positive value to the State would result using a PBI approach. Only after such a value-for-money was demonstrated would the Administrative Office of the Courts proceed with such an approach. Performance Based Infrastructure costs could not be estimated at this time. The annual service payment will be subject to negotiations as part of the PBI agreement.

Pros:

A Performance Based Infrastructure approach shares the investment, risk, responsibility, and rewards of the proposed project between government and private sector participants.
 Many risks are transferred over the life of the service agreement to the PBI developer, which is better able to mitigate such risks than the state.

- Components are bundled (design, construction, financing, operation and maintenance)
 resulting in integrated, efficient service delivery. The PBI developer is the single point of
 contact for the procurement and delivery of all services under the agreement.
- Performance Based Infrastructure integrates the costs of maintenance with performance requirements over the lifetime of the building. The service agreement payments would be conditioned on the building performance meeting certain operational standards.
- Shifting long-term operations and maintenance responsibilities to the PBI developer creates incentive to ensure initial construction quality and durability as the private partner will be responsible for operations and maintenance costs for many years.
- There could be no immediate capital costs to the state; the entire project development cost would be financed by the PBI developer.
- The project may be completed in a shorter amount of time. The PBI developer has strong incentive to complete the project quickly because the revenue stream from the state (service payments) only begins upon occupancy of the building. The PBI approach may result in cost savings of 8 to 10 percent (net present value) over the traditional capital outlay and state operations and maintenance model.
- A new court facility could be combined with other appropriate and compatible non-court justice agency or commercial uses that could provide some subsidy to reduce the state's ownership costs over the term of the agreement.
- Competitive solicitation could give the state the best financing terms and potential for subsidies from redevelopment of current court properties and development of new facilities.
- The state could obtain options to acquire non-court space for future expansion needs, eliminating the current problem of under-building for the future.
- This option provides a means to provide a new facility, within the limited resources currently available, by partnering with private sector expertise for the construction of the new courthouse. AOC staff would ensure that the final design and the subsequent construction of the courthouse meet the requirements stated in the *California Trial Court Facilities Standards* and remedy the inadequacies of the existing facility, and that ongoing operations and maintenance are delivered at a cost effective and asset preserving level.

Cons:

• This option will require the state to enter into a long-term agreement (typically 30 to 35 years) with the PBI developer for an amount sufficient to amortize the development, construction, and annual operations and maintenance costs of the new facility.

• The financing cost component of the service payment will be higher than in Option 1.

In comparison to the State Financing—CM at Risk option, the Performance Based Infrastructure option will have lower initial costs, because the state will not have to pay the upfront costs of delivering the facility. A developer may be able to construct a building more quickly than the public sector, and the shorter construction schedule will reduce cost escalation. However, in the long term, financing costs on a privately financed project could result in higher overall costs.

E. Recommended Finance/Delivery Option

The recommended finance/project delivery alternative is to develop the project using Finance/Delivery Option 1: State Financing—CM at Risk. With this option, the state will enter into separate agreements with a firm which will manage the project, and with an architectural firm and associated engineering firms to plan, design, and construct the new courthouse. This option is recommended for smaller projects located in communities where design/build may not be the most common practice.

The AOC is currently pursuing a PBI approach for the New Long Beach Courthouse, the State and the AOC will be evaluating the success of this project and potential cost savings in the future.

IV. RECOMMENDED PROJECT

A. Introduction

The recommended solution to meet the court's facilities needs in Riverside County is to construct a new courthouse. The following section outlines the components of the recommended project, including project description, project space program, courthouse organization, parking requirements, site requirements, design issues, estimated project cost and schedule, and estimated impact on the court's support budget.

B. Project Description

The proposed project includes the design and construction of a New Indio Juvenile and Family Courthouse for the Superior Court of California, County of Riverside. The project consolidates portions of two existing facilities and will include 5 courtrooms; support space for court administration, court clerk, juvenile and family division functions, court security operations and holding; and building support space. Secure parking, sally port, and prisoner holding will be located at the basement level. Accommodation of these spaces will be determined as most economical and functional based on actual site and conditions (soil, water table) for the selected available property. Surface parking to support the courthouse will be provided.

The proposed new building will be approximately 67,933 BGSF.

C. Space Program

Space needs are based on the program provided in the master plan and recently confirmed by the court. The revised space program is based on the *California Trial Court Facilities Standards* (the standards). The overall space program summary is provided in Table 5.

TABLE 5
Space Program Summary for the New Indio Juvenile and Family Court

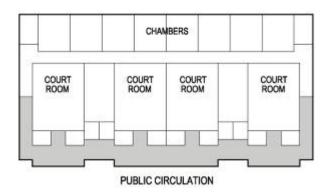
Division	Projected Staff	Projected Square Feet
Court Administration	8	1,582
Courtsets/Judiciary	43	19,480
Juvenile Division	18	3,422
Family Division	26	5,444
Family Law Assistance Center	9	2,278
Mediation Division	10	3,818
Court and Building Operations	3	8,045
Total Staff and Departmental Gross Square Feet	117	44,068
Interdepartmental Circulation/Restrooms/Bldg. Support	25%	11,017
Basement Component		7,674
Building Envelop/Mechanical/Electrical	10%	5,174
Total Building Gross Square Feet		67,933

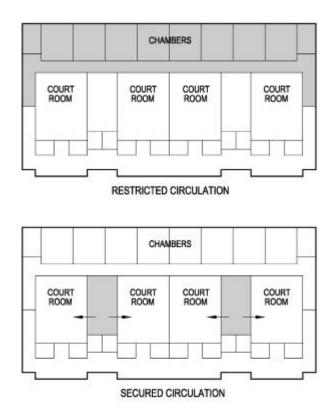
Detailed program data is provided in Appendix B.

D. Courthouse Organization

Per the *California Trial Court Facilities Standards*, courthouses that hear criminal cases require three separate and distinct zones of public, restricted, and secured circulation. The three zones of circulation shall only intersect in controlled areas, including courtrooms, sallyports, and central detention. Figure 13 illustrates the three circulation zones.

FIGURE 13
Three Circulation Zones





The court set includes courtrooms, judicial chambers, chamber support space, jury deliberation room, witness waiting, attorney conference rooms, evidence storage, and equipment storage. A restricted corridor connects the chamber suites with staff offices and the secure parking area. Adjacent to the courtrooms is the secure courtroom holding area, accessed via secured circulation. Figure 14 illustrates how a typical court floor should be organized.

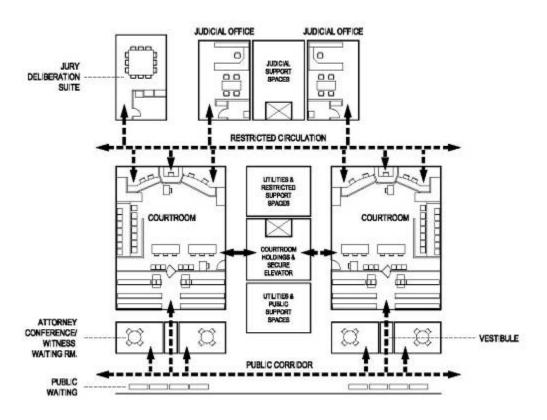


FIGURE 14 Court Floor Organization

E. Site Selection and Requirements

The selection of an appropriate site for the new courthouse is a critical decision in the development of the project. Several factors, including parking requirements, the site program, site selection criteria, site availability, and real estate market analysis will be considered in making a final site selection.

1. <u>Parking Requirements</u>

The existing juvenile court shares a County parking lot in front of the building for use by staff and the public. Judicial parking is unsecured and accessible by the public. Parking at this location is insufficient to meet the current needs of the court. Similar on-site surface parking is available for staff and the public at the Larson Justice Center. Secured judicial parking is available at this location.

Parking for visitors and staff was calculated at 30 spaces per courtroom. The AOC has a parking study underway which will result in recommended parking standards for court facilities statewide. The parking required for this project will be reevaluated during the site acquisition phase.

2. Site Program

A site program was developed for the recommended option of a new courthouse in the City of Indio. The site program is based on an assumed building footprint, onsite parking, and site elements such as loading areas, refuse collection, and outdoor staff areas.

The building footprint is based on a preliminary space allocation per floor. For project budgeting purposes, it is assumed that this building will have a basement; however, the actual courthouse design may not include a basement depending on the characteristics of the site. The site calculations include the building footprint, site elements, landscaping, and site setbacks. The calculation of site acreage needed has been done on a formula basis, which assumes a flat site. The approach does not take into account any environmental factors, topographic features, or other unique characteristics of a site, and thus should be viewed as a guide to site acreage requirements.

Table 6 below delineates that a minimum site area of 2.95 acres has been identified to accommodate the needs of the courthouse.

TABLE 6
Site Program

Site Component	Project Need	Comments
Structures		
Court Footprint	29,428	2-story building with a basement and penthouse
Total Structure	29,428	
Site Elements		
Loading Bay	480	Assume 1 @ 12' x 40' (Depressed to exterior basement level)
Refuse/Recycling Collection	288	Assume 12' x 24' (Depressed to exterior basement level)
Emergency Generator	-	
Bicycle Parking Area	60	
Outdoor Staff Area	250	
Total Site Elements	1,078	
Parking		
Secure Judicial Parking	-	Include in Basement Component
Staff/Juror/Visitor Parking	150	Assume 30 spaces per courtroom
Total Parking Area	52,500	Assume surface parking at 350 SF per space
Total Site Requirements		
Structures	29,428	
Site Elements	1,078	
Parking	52,500	
Subtotal Site Requirements	83,006	
Vehicle/Pedestrian Circulation	16,601	20% of site
Landscaping/Setbacks	29,052	35% of site
Total Site Requirements	128,659	
Total Acreage Requirements	2.95	

3. Site Selection

A site has not been recommended for the new courthouse. Once initial funding for the project is secured, the AOC will develop a list of sites to be considered by the project's local Project Advisory Group and to which approved site selection criteria will be applied (per Rule 10.184(d) of the California Rules of Court and subject to final approval by the Administrative Director of the Courts). The site selection/site acquisition process—for all trial court capital projects—is outlined in the *Site Selection and Acquisition Policy for Court Facilities* approved by the Judicial Council of California on June 29, 2007.

F. Design Criteria

Per the *California Trial Court Facilities Standards*, California court facilities shall be designed to provide long-term value by balancing initial construction costs with projected life cycle operational costs. To maximize value and limit ownership costs, the standards require architects, engineers, and designers to develop building components and assemblies that function effectively for the target lifetime. These criteria provide the basis for planning and design solutions. For exact criteria, refer to the standards approved by the Judicial Council on April 21, 2006.

G. Sustainable Design Criteria

Per the *California Trial Court Facilities Standards*, architects and engineers shall focus on proven design approaches and building elements that improve court facilities for building occupants and result in cost-effective, sustainable buildings. All courthouse projects shall be designed for sustainability and, at a minimum, to the standards of a LEED TM "Certified" rating. Depending upon the project's program needs and construction cost budget, projects may be required to meet a higher standard. At the outset of the project, the AOC will determine whether the project will participate in the formal LEED certification process of the United States Green Building Council.

For additional criteria, performance goals, and information on energy savings programs please refer to the *California Trial Court Facilities Standards*.

H. Provision for Correction of Seismic Deficiencies and Disposition of Property

When a facility has been rated seismically deficient, neither title nor responsibility can be transferred until provision is made for correction of the deficiency except when transfer occurs in accordance with SB 10 (Ch. 44, Statutes of 2006) which was enacted in August 2006. At this time, no agreements as to specific provision for correction of a seismic deficiency have been fully negotiated or executed. Provisions that may be made in lieu of seismic retrofit of an existing building may include participation in a joint powers authority organized for the purpose of funding earthquake related damage in a building with a level V seismic rating, or some other financial arrangement acceptable to the Judicial Council of California and the California Department of Finance.

I. Estimated Project Cost

The estimated project cost to construct the recommended courthouse project is \$83.350 million, without financing and including land costs. This is based on a project of approximately 67,933 gross square feet with 175 surface parking spaces and 8 basement level secure parking spaces.

Construction costs for the courthouse are estimated to be \$72.618 million and include site grading, site drainage, lighting, landscaping, drives, loading areas, vehicle sallyport, and parking spaces. Construction costs include allowances for furniture, fixtures, and equipment (FF&E) and data, communications, and security. Construction costs are escalated to the start and midpoints of construction based on 8 percent annual escalation (5 percent escalation and 3 percent market conditions).

Project costs are added to the construction costs and include fees for architectural and engineering design services, inspection, special consultants, geotechnical and land survey consultants, materials testing, project management, CEQA due diligence, property appraisals, legal services, utility connections, and plan check fees for the state fire marshal and access compliance.

Cost criteria include the following:

- The total project cost⁴—without financing costs—is \$83.350. For the courthouse, total cost by project phase includes: Acquisition Phase at \$4.419 million, Preliminary Plans Phase at \$2.799 million, Working Drawings Phase at \$3.512 million, and Construction Phase at \$72.618 million.
- The actual costs could change, depending on the economic environment and when the actual solution is implemented. The estimates were created by applying current cost rates and using a best estimate of projected cost increases.
- The estimate is based on a hypothetical building; it does not represent a specific construction type, the use of specific building materials, or a predetermined design. The analysis is based on a series of set performance criteria required for buildings of similar type and specifications.
- The estimates do not include support costs such as utilities and facilities maintenance.

J. Project Schedule

Preliminary project schedules have been developed assuming that funding is included in the 2009–2010 State Budget Act. This schedule is based on a CM at Risk form of project delivery. If the public/private partnership proves to be the most effective delivery method, this schedule can be reduced.

⁴ The total project cost, which has been provided by the Cumming Corporation, Inc., has been escalated to the midpoint of construction and has been based on the construction schedule provided in Section IV of this report.

Superior Court of California, County of Riverside New Indio Juvenile and Family Courthouse

Project Feasibility Report

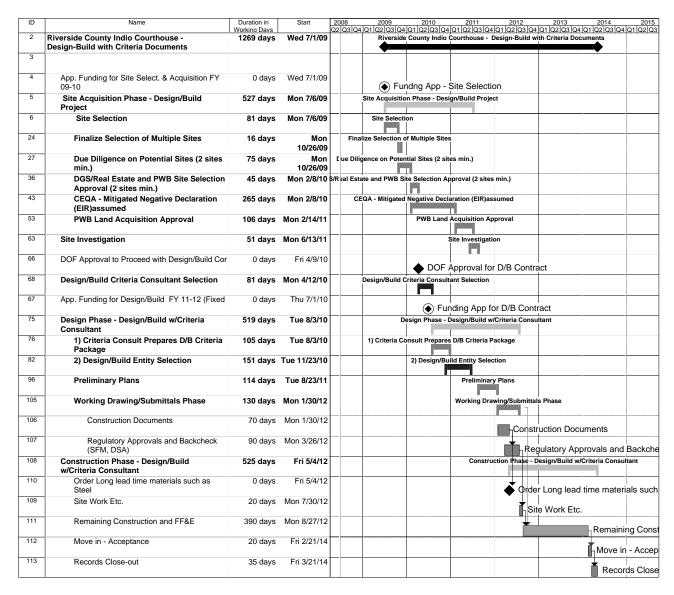
Proposed Project Schedule Land Acquisition (including CEQA) Preliminary Plans Working Drawings

Construction

July 2009-July 2011 October 2011–May 2012 May 2012–May 2013 May 2013–December 2014

The project schedule is provided in Figure 15.

FIGURE 15
Project Schedule



K. Impact on Court's FY 2009–2010 Support Budget

Impact on the trial court and the AOC's support budgets for FY 2009–2010 will not be material. It is anticipated that this project will impact the AOC and trial court support budgets in fiscal years beyond the current year as certain one-time costs and ongoing costs are incurred. These costs that are directly associated with the construction and commissioning of the new courthouse are included in the estimate of project cost that precedes this section. In the long term, a new facility will be more efficient to operate due to consolidation improved systems and use of space. This will result in lower operating costs when reviewed incrementally. Any existing operational cost savings identified as a result of the new facility will be considered for redirection to offset the ongoing facility operational costs of the new courthouse.

This project will consolidate portions of two existing facilities currently located in Indio: two courtrooms from the existing Juvenile Court and two courtrooms from the Larson Justice Center. Any court operational savings will be considered for redirection to offset the on-going facility operational costs of the new courthouse.

APPENDIX A

A. Executive Summary of the 2003 Master Plan

Introduction

The Lockyer-Isenberg Trial Court Funding Act of 1997 shifted responsibility for funding trial court operations from the counties to the state and established the Task Force on Court Facilities (Task Force) to identify facility needs and possible funding alternatives. It was the overarching recommendation of the Task Force that responsibility for trial court facilities funding and operation be shifted from the counties to the state. The Task Force developed a set of findings and recommendations after surveying the superior court facilities to identify the functional and physical problems of each facility.

In June 2001, the AOC began a capital planning process to develop a facility master plan for each of the 58 trial courts in California. Each master plan was guided by a steering committee or project team composed of members of the local court, county administration, county justice partners, and the AOC. The master plans confirmed the Task Force findings related to physical and functional conditions, refined the caseload projections for each court, considered how best to provide court services to the public, developed judicial and staffing projections, and examined development options for how best to meet goals related to court service, operational efficiency, local public policy, and cost effectiveness.

The Facilities Master Plan prepared for the Superior Court of California, County of Riverside, dated September 2003, built upon the Task Force findings. The goal of the master plan was to develop a practical, cost-effective, 20-year framework for phase facility improvements to meet anticipated operational and service needs. The master plan presented the facilities options and made recommendations.

A synopsis of the 2003 Master Plan is provided here for reference.

The master plan supports continuation of current calendars presently heard at all active court locations in the Western, Mid-County and Desert regions, and the re-opening of the Corona, Moreno Valley and Palm Springs facilities which have been temporarily closed as judicial facilities. In addition to the development of a new court located in the mid-county, the master plan also assumes that existing office and support functions that are currently located in the Bar Association Building, the District Attorney Building, the former Municipal Court Building and the former Probation Building will be absorbed within the expansion of permanent court facilities in downtown Riverside.

In the Western Region, court operations will continue to be conducted at the Historic Courthouse, at the expanded Hall of Justice and the Family Law Court, as well as at a new Civil Courthouse planned for development in downtown Riverside. Court activities will continue to be heard at the expanded Riverside Juvenile and Corona Court facilities, and at a new/replacement Moreno Valley Court.

Court operations in the Mid-County Region will continue in expanded facilities located at the Southwest Justice Center and the Hemet Court, and at new/replacement court facilities located in Temecula and Banning. A new Mid-county Civil Courthouse will also be developed at an unspecified site in the region.

Expanded operations at the Larson Justice Center and in Palm Springs combined with new/replacement court facilities located at the Indio Juvenile Detention Facility and in Blythe will support court activities conducted within the Desert Region.

The following is a list of the principal facility actions recommended in the master plan for each region.

Western Region:

- Continue to use the **existing Hall of Justice**, with modest expansion of the facility to accommodate court office and support functions.
- Continue to use the **Historic Courthouse**, with renovation of the "1933" Wing to support expanded court office and support functions.
- Construct a **new Riverside Civil Courthouse** to support the remainder of the projected civil matters heard in downtown Riverside.
- Continue to use the **existing Family Law Court**, with expansion.
- Continue to use the **existing Riverside Juvenile Court** with expansion.
- Construct a **new Moreno Valley Court** to support projected growth in this area.
- Continue to use the **existing Corona Court**, with expansion.

Mid-County Region:

- Continue to use the **existing Southwest Justice Center**, with expansion.
- Continue to use the **existing Hemet Court**, with expansion.
- Construct a **new Temecula Court**.
- Construct a **new Banning Court**.
- Construct a new Mid-County Civil Courthouse.

Desert Region:

- Continue to use the **existing Larson Justice Center**, with expansion of the facility.
- Construct a **new Indio Juvenile Court**, with a long-term capacity of 5 court sets.
- Continue to use the **existing Palm Springs Court**, with modest expansion for support space.
- Construct a **new Blythe Court**

APPENDIX B

A. Detailed Space Program

Introduction

A detailed space program was developed for the proposed project. The space program included in the 2003 master plan was used as a basis and was updated based on current JPEs projections, current staffing and functions, and an update according to the standards.

The following table is the summary of the program; the following pages include a series of tables with a list of spaces required for each major court component.

Superior Court of California, County of Riverside

Projected Staff and Space Requirements Summary for New Indio Juvenile & Family Courthouse

3/3/08 dj

Division or Functional Area	Projected Need				
	Courtrooms	Staff	BGSF		
Indio Juvenile & Family Courthouse					
Court Administration		8.00	1,582		
Court Sets / Judiciary	5	43.00	19,480		
Juvenile Division Staff		18.00	3,422		
Family Division Staff		26.00	5,444		
Family Law Assistance Center		9.00	2,278		
Mediation Division Staff		10.00	3,818		
Court and Building Operations		3.00	8,045		
Subtotal Staff & Departmental Gross Square Feet	5	117.00	44,068		
Interdepartmental Circulation/Restrooms/Bldg. Support 1		25%	11,017		
Basement Component ²			7,674		
Building Envelope/Mechanical/Electrical ³		10%	5,174		
Total Building Gross Area			67,933		

Notes:

- 1. Includes staff restrooms, public restrooms, public telephones, drinking fountains, janitor's closets, etc.
- 2. Includes vehicle sallyport, secured judicial parking, sheriff's parking, and storage.
- 3. Includes telecommunication and electrical closets, mechanical shafts, elevator machine room, etc.

Functional Area	Unit	Projected Need			Grossing	
	Area	Staff	Support	NSF	BGSF	Factor
Court Administration						
Division Manager	225	1.00		225		
Financial Services						
Financial Services Supervisor	120	1.00		120		
Financial Services Officers	80	1.00		80		
Financial Services Assistants	64	1.00		64		
Accounting						
Supervisor	100	1.00		100		
Accountant	80	1.00		80		
Facilities						
Supervisor	100	1.00		100		
Facilities & Record Management Assistant	80	1.00		80		
Hoteling Office	120		1	120		
Files; 5 drawer lateral	14		12	168		
Copy/ Storage Alcove	80		1	80		
Total Family Court Mediation Staff		8.00		1,217		1.30
Department Gross Square Feet	·	•	•		1,582	

Functional Area	Unit Projected Need				Grossing	
	Area	Staff	Support	NSF	BGSF	Factor
Juvenile Division Staff						
Supervisor	120	1.00		120		
Senior Court Services Assistant	80	2.00		160		
Court Services Assistant	64	5.00		320		
Probate Division Staff						
Senior Manager	80	2.00		160		
Probate Investigator	80	1.00		80		
Court Services Assistant	64	7.00		448		
Service Counter Area						
Counter workstation (unassigned)	48		2	96		
Queuing Area	14		16	224		
Workcounter/Form Storage	60		2	120		
Photocopier/Printers (staff support)	120		1	120		
Public Document Review	80		1	80		
Active Records (5 years onsite)						
Active Juvenile Files; 42" x 7 shelf unit	12		15	180		
Active Records (3 years onsite)						
Active Probate Files; 42" x 7 shelf unit	12		15	180		
File Scanning Station	40		1	40		
File Staging Area	60		1	60		
Sorting Workstation	40		1	40		
File Carts	2		2	4		
Copy/Work Room	200		1	200		
Total Juvenile Division Staff		18.00		2,632		1.30
Department Gross Square Feet					3,422	

Functional Area	Unit	Projected Need				Grossing
	Area	Staff	Support	NSF	BGSF	Factor
Family Division Staff						
Supervisor	120	2.00		240		
Senior Court Services Assistant	80	3.00		240		
Court Services Assistant	64	20.00		1,280		
DCSS Court Services Assistant	64	1.00		64		
Service Counter Area						
Counter workstation (unassigned) 1	48		10	480		
Queuing Area	14		80	1,120		
Workcounter/Form Storage	60		1	60		
Photocopier/Printers (staff support)	80		1	80		
Public Document Review	120		1	120		
Active Records (10 years onsite)						
Active Files; 42" x 7 shelf unit	12		30	360		
File Scanning Station	40		1	40		
File Staging Area	60		1	60		
Sorting Workstation	40		1	40		
File Carts	2		2	4		
Copy/Work Room	120		0	0		
Total Family Division Staff		26.00		4,188		1.30
Department Gross Square Feet					5,444	

Functional Area	Unit	Projected Need			Grossing	
	Area	Staff	Support	NSF	BGSF	Factor
Family Law Assistance Center						
Attorney	180	2.00		360		
Paralegal	120	2.00		240		
Senior Court Services Assistant	80	1.00		80		
Court Services Assistant (assigned to counter)	48	4.00		192		
Service Counter Area						
Counter workstation (assigned)	0		4	0		
Queuing Area	14		32	448		
Conference Room	240		1	240		
Files; 5 drawer lateral	14		8	112		
Copy/ Storage Alcove	80		1	80		
Total Family Court Mediation Staff		9.00		1,752		1.30
Department Gross Square Feet	·				2,278	

Functional Area	Unit		Grossing			
	Area	Staff	Support	NSF	BGSF	Factor
Mediation Division Staff						
Family Law Mediation						
Mediators	225	6.00		1,350		
Evaluators	150	1.00		150		
Court Services Assistant	150	2.00		300		
Juvenile Mediation						
Mediator	225	1.00		225		
Mediation Waiting Area	240		1	240		
Workshop/Mediation Room	360		1	360		
Child Waiting for Family Court Witnesses	120		1	120		
Files; 5 drawer lateral	14		8	112		
Copy/ Storage Alcove	80		1	80		
Total Family Court Mediation Staff		10.00		2,937		1.30
Department Gross Square Feet					3,818	

Functional Area	Unit	0. "	Projecte		2005	Grossing
Court and Building Operations	Area	Staff	Support	NSF	BGSF	Factor
Public Area						
Entry Vestibule	100		1	100		
Security Screening Queuing	14		20	280		
Weapons Screening Station	250		1	250		
Secure Public Lobby	400		1	400		
Information Kiosk or Counter	42		1	42		
Public Vending Alcove	80		1	80		
Subtotal Public Area		0.00		1,152	1,267	1.10
Court Security Operations						
Central Control Room	100		1	100		
Management Office (Lieut., Sergeant)	100	1.00		100		
Interview/Holding Room	64		1	64		
Men's Locker/Shower/Toilet Room	150		1	150		
Women's Locker/Shower/Toilet Room	120		1	120		
Total Court Security Operations		1.00		534	668	1.2
Self Help Service Center						
Resource Staff	64	1.00		64		
Reception/Waiting Area	14		4	56		
Copy/Printer/Supplies	40		1	40		
Children's Play Area	60		1	60		
Computer Workstation	40		2	80		
Book Shelving	12		6	72		
Work Table w/Four Seats	72		1	72		
Orientation Room (use workshop room in mediation program)	200		0	0		
Total Self Help Service Center		1.00		444	555	1.2
Court Support						
Mail Processing and Distribution Center	150		1	150		
Case Retention/Exhibits Storage	200		1	200		
Staff Break Rooms ¹	150		2	300		
Staff Lactation Room	64		1	64		
Staff Shower/Restroom (1M/1F)	80		2	160		
Total Court Support		0.00		874	961	1.10
Related Justice Agency Space						
Multipurpose Rooms (DA, PD, Prob., Health & Human Svc., CASA, etc.)	100		3	300		
Total Justice Agency Space		0.00	<u></u> _	300	330	1.10
Children's Waiting Room						
Security/Check-in Station	60		1	60		
Reading Area	120		1	60		
Computer Area	40		1	40		
Television Viewing Area	120		1	60		
Clerk/Volunteer Workstation	48	1.00		48		
Supply/Toy Storage	20		1	20		
Restroom w/Diaper Changing	64		1	64		
Sink Counter	24		1	24		
Total Children's Waiting		1.00		376	451	1.2

In-Custody Holding (Assumed to be in Juvenile Hall)						
Pedestrian Sallyport	80		1	80		
Control Room	100		1	100		
Central Holding						
Group Holding - Adult	150		1	150		
Individual Holding - Adult	60		2	120		
Group Holding - Juvenile	150		2	300		
Individual Holding - Juvenile	60		6	360		
Court Dressing Room	40		2	80		
Attorney/Detainee Interview Rooms	60		4	240		
Attorney Vestibule/Reception/Waiting	60		1	60		
Storage Room	60		1	60		
Staff Restroom	60		1	60		
Total In-Custody Holding		0.00		1,610	2,174	1.35
Inactive Records Storage						
Inactive Files/Microfilm Storage ²	400		1	400		
Total Records Storage		0.00		400	440	1.10
Support for Building Operations						
Loading/Receiving Area	40		1	40		
Central Storage (paper, office supplies, forms, etc)	200		1	200		
Computer Room	150		1	150		
IS Workroom and Storage	150		1	150		
Telecommunications Equipment Room ³	150		1	150		
Main Electrical Room ³	200		1	200		
Trash/Recycling Collection Room	80		1	80		
Janitor Closet	40		1	40		
Maintenance Equipment Storage/Workshop	80		1	80		
Subtotal Building Operations		0.00		1,090	1,199	1.10
Total Court and Building Operation	ıs	3.00		6,780		
Department Gross Square Fe					8,045	

Footnotes:

- 1. One break room per 40 staff, not including JPE.
- Storage requirements assume that most archived storage is offsite until funding is available to store in imaged format.
 Satellite telecommunications and electrical rooms are included in building gross square foot calculation.

Basement Component	Project Need	Comments
Structures		
Ground Level Footprint	6,445	
Sallyport and Sheriff's Parking	2,715	Bus staging plus 2 secure parking spaces
Sheriff's Transportation Storage	80	
Total Structure	9,240	
Parking		
Secure Staff Parking	8	Judicial officers and key administrative staff
Total Parking Area	3,360	Assume basement parking at 420 SF per space
Total Basement Requirements	•	
Subtotal Basement Requirements	12,600	
Vehicle Circulation	1,519	25% of parking area and sallyport
Total Basement GSF	14,119	